

## Message Text

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TAGS: PFOR, PINT, UR, CSCE

SUBJECT: US CONTRIBUTION TO NATO RECORD KEEPING ON  
WARSAW PACT CSCE IMPLEMENTATION

REF: MOSCOW 15633

1. FOLLOWING IS EDITED VERSION OF EMBASSY MOSCOW'S CHECK-  
LIST ON WARSAW PACT CSCE IMPLEMENTATION WHICH MAY BE  
PASSED TO INTERNATIONAL STAFF.

2. WORKING CONDITIONS FOR US BUSINESSMEN.

A. OVER THE PAST TWO YEARS THERE HAS BEEN A GENERALLY SLOW  
BUT STEADY IMPROVEMENT OF CONDITIONS FOR EXPANSION OF  
BUSINESS CONTACTS. THIS IMPROVEMENT IS CHIEFLY ATTRIBUT-  
ABLE TO THE OPENING OF INCREASING NUMBERS OF MOSCOW  
REPRESENTATIVE OFFICES BY-US FIRMS AND TO GROWING  
ACQUAINTANCE OF COMPANY REPRESENTATIVES WITH MANAGEMENT  
AND WORKING-LEVEL CONTACTS IN SOVIET MINISTRIES AND RE-  
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SEARCH INSTITUTES. EXPERIENCE DIFFERS FROM COMPANY TO  
COMPANY, AND THE REPRESENTATIVES OF AMERICAN INDUSTRIAL,  
FINANCIAL, TRADING AND MANAGEMENT FIRMS HAVE BEEN NOTABLY  
MORE SUCCESSFUL IN BUILDING A BROAD RANGE OF WORTHWHILE

CONTACTS THAN REPRESENTATIVES OF TRAVEL FIRMS. FOR ALL

BUT THE LATTER, RELATIONS WITH SOVIET CLIENTS AND ASSOCIATES CAN BE CHARACTERIZED AS REASONABLY SATISFACTORY AND IMPROVING. THERE ARE NO RESIDENT US BUSINESSMEN IN LENINGRAD, BUT US OFFICIALS HAVE GENERALLY RECEIVED COOPERATION FROM LOCAL OFFICIALS IN SETTING UP BUSINESS AND PROFESSIONAL CONTACTS FOR VISITING US BUSINESSMEN, EVEN WHEN THEY ARRIVE ON SHORT NOTICE WITH INTOURIST TOURS. NO SHARP OR IDENTIFIABLE CHANGE IN CONDITIONS FOR EXPANSION OF BUSINESS CONTACTS HAS TAKEN PLACE SINCE AUGUST 1, 1975.

B. AS OF AUGUST 1, 1975, NINETEEN AMERICAN FIRMS PLUS THE US-USSR TRADE AND ECONOMIC COUNCIL HAD RECEIVED PERMISSION FROM THE SOVIET GOVERNMENT TO MAINTAIN REPRESENTATIVE OFFICES IN MOSCOW. PENDING APPLICATIONS AT THAT TIME INCLUDED FIVE WITH THE FOREIGN TRADE MINISTRY, THREE WITH THE STATE COMMITTEE FOR SCIENCE AND TECHNOLOGY, AND AT LEAST ONE WITH THE STATE BANK OF THE SOVIET UNION. NONE OF THESE NINE APPLICATIONS HAS BEEN APPROVED SINCE AUGUST 1, 1975.

C. BY AUGUST 1, 1975, ALL BUT TWO OF THE AMERICAN COMPANIES REPRESENTED IN MOSCOW HAD BEEN OFFERED AND HAD ACCEPTED OFFICE AND APARTMENT SPACE REFLECTING THEIR REQUIREMENTS. THE THREE US BANKS, PAN AMERICAN AND AMERICAN EXPRESS HAVE CHOSEN TO KEEP THE OFFICE SPACE THEY HAVE BEEN OCCUPYING IN DOWNTOWN MOSCOW HOTELS, WHILE THE OFFICES OF ALL OTHER AMERICAN FIRMS HAVE BEEN OR ARE BEING TRANSFERRED TO OTHER BUILDINGS.

HOTEL SPACE IS LIMITED, THE BOOKING SYSTEM IS CUMBERSOME, THERE ARE GROWING NUMBERS OF VISITORS, AND IT WOULD APPEAR THAT INTOURIST GIVES FIRST PRIORITY TO HIGH-VOLUME GROUP TOURS. AS A RESULT, ALTHOUGH AMERICAN AND OTHER WESTERN BUSINESSMEN MAY RECEIVE PREFERENTIAL

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TREATMENT AS COMPARED WITH INDIVIDUAL TOURISTS, IT IS FREQUENTLY DIFFICULT OR IMPOSSIBLE FOR COMMERCIAL VISITORS TO OBTAIN HOTEL ACCOMMODATIONS WITHIN THE DESIRED TIME FRAME EVEN WHEN THEY HAVE INVITATIONS FROM SOVIET FOREIGN TRADE ORGANIZATIONS. THIS PROBLEM IS UNLIKELY TO BE RESOLVED UNTIL EITHER ADEQUATE OVERALL HOTEL SPACE IS AVAILABLE OR BUSINESSMEN ARE PROVIDED WITH SEPARATE FACILITIES, SUCH AS THE INTERNATIONAL TRADE CENTER (WHICH WILL NOT BE COMPLETED FOR AT LEAST ANOTHER FOUR YEARS).

SINCE AUGUST 1, 1975, OFFICE AND APARTMENT SPACE REFLECTING THEIR NEEDS HAS BEEN OFFERED THE TWO AMERICAN

FIRMS WHICH DID NOT HAVE SUCH OFFERS PREVIOUSLY. THERE

HAS BEEN NO CHANGE IN THE HOTEL SITUATION.

D. AVAILABILITY OF ECONOMIC AND COMMERCIAL INFORMATION IS LIMITED IN BOTH MOSCOW AND LENINGRAD. SOVIET LAW DOES NOT PERMIT PUBLICATION OF THE KINDS OF GENERAL ECONOMIC STATISTICS ROUTINELY AVAILABLE IN WESTERN COUNTRIES. COMPENDIA OF LAWS AND REGULATIONS CONCERNING FOREIGN TRADE ARE GENERALLY AVAILABLE FOR PURCHASE UPON PUBLICATION, BUT EDITIONS ARE LIMITED (RARELY MORE THAN 15,000 COPIES) AND INADEQUATE TO SATISFY DEMAND AND SOON DISAPPEAR. THERE HAS BEEN NO PERCEPTIBLE CHANGE SINCE AUGUST 1, 1975.

E. OVER THE PAST TWO YEARS THE FREQUENCY OF DISCUSSIONS BETWEEN US COMPANIES AND SOVIET AUTHORITIES REGARDING SCIENTIFIC AND TECHNOLOGICAL COOPERATION HAS FLUCTUATED IN RESPONSE RATHER TO THE INTEREST OF INDIVIDUAL AMERICAN FIRMS THAN TO SOVIET INTERESTS AND/OR ATTITUDES, WHICH HAVE BEEN CONSISTENTLY AND STRONGLY POSITIVE. THE NUMBER OF SIGNED AGREEMENTS FIXING SCIENTIFIC-TECHNOLOGICAL COOPERATION ACCORDS BETWEEN US AND SOVIET ORGANIZATIONS ROSE FROM 29 AS OF JULY 1, 1974, TO 44 AS OF AUGUST 1, 1975. THREE AGREEMENTS NEGOTIATED AND INITIALED BEFORE THAT DATE AWAIT SIGNATURE. THESE AGREEMENTS HAVE CONSISTENTLY COVERED A BROAD SPECTRUM OF TOPICS, AND IN OUR JUDGMENT ANY CONSIDERABLE INCREASE IN CONFIDENTIAL

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VARIETY IS UNLIKELY. SINCE AUGUST 1, 1975, FOUR SCIENTIFIC-TECHNOLOGICAL COOPERATION AGREEMENTS WERE SIGNED BY AMERICAN AND SOVIET ORGANIZATIONS.

### 3. FAMILY MEETINGS AND REUNIFICATION.

A. THE US HAS ISSUED APPROXIMATELY 1,000 VISAS PER YEAR SINCE 1970 TO "PRIVATE VISITORS" PROCEEDING TO THE US FOR THE EXPRESS PURPOSE OF VISITING RELATIVES: 1970 - 1,087; 1971 - 1,015; 1972 - 969; 1973 - 1,059; 1974 - 1,135; JAN-SEPT 1975 - 1,043. PRIVATE VISITORS' VISAS ISSUED IN THE THREE MONTHS JULY-SEPT WERE 432 IN 1974 AND 397 IN 1975. AMCONGEN LENINGRAD ISSUED 62 VISITORS' VISAS OF ALL KINDS IN JAN-JULY 1975, AND 42 MORE BETWEEN AUGUST 1 AND OCTOBER 25. HOWEVER, IN ADDITION TO "PRIVATE VISITORS" TO FAMILIES, THE SOVIET UNION SENDS INTOURIST-CONTROLLED "TOURISTS" TO THE UNITED STATES; VISAS IN THIS CATEGORY HAVE RISEN FROM A LOW BASE IN 1970 TO ABOUT HALF THE "PRIVATE VISITOR" RATE IN RECENT YEARS.

US FIGURES ARE FOR SOVIET EMIGRANTS IN POSSESSION OF SOVIET EXIT VISAS DESIGNATING THE US AS THEIR

DESTINATION. MOST ARE GOING TO FAMILIES, BUT NOT NECESSARILY ALL. SO FAR AS CAN BE JUDGED, THE SOVIET CONCEPT OF EMIGRATION LEGITIMIZES RESETTLEMENT ABROAD ONLY FOR FAMILY REUNIFICATION OR ETHNIC REPATRIATION. EVERY PROSPECTIVE EMIGRANT MUST THEREFORE PRESENT AN INVITATION, ALMOST ALWAYS FROM FAMILY MEMBERS, INDICATING THE COUNTRY TO WHICH HE INTENDS TO EMIGRATE. WHEN EXIT PERMISSION IS GRANTED, THAT COUNTRY IS ENTERED IN THE FOREIGN TRAVEL PASSPORT, AND THE EMIGRANT MUST THEN RECEIVE A VISA FROM THAT COUNTRY BEFORE HE IS PERMITTED TO DEPART THE USSR.

US FIGURES INCLUDE TWO CATEGORIES OF SOVIET EMIGRANTS DESIGNATING THE US AS THEIR DESTINATION WHILE IN THE USSR: THOSE ELIGIBLE FOR US IMMIGRANT VISAS ISSUED IN MOSCOW AND THOSE PROCESSED UNDER A SPECIAL PROGRAM WHICH PERMITS RESETTLEMENT IN THE US OF SOVIET CITIZENS WHOSE US SPONSORS LACK EITHER AMERICAN CITIZENSHIP OR CONFIDENTIAL

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A DEGREE OF FAMILY RELATIONSHIP QUALIFYING THEM UNDER US LAW TO FILE IMMIGRANT VISA PETITIONS. THE LATTER PROGRAM WAS INSTITUTED JANUARY 1, 1972; IT HAS ENCOMPASSED MANY JEWISH AND ARMENIAN EMIGRANTS.

THE NUMBER OF PERSONS PERMITTED TO EMIGRATE TO JOIN FAMILIES, AS SHOWN BY US FIGURES AS DEFINED ABOVE, HAS EXPANDED STEADILY IF UNSPECTACULARLY SINCE 1970: 1970 - 230; 1971 - 287; 1972 - 494; 1973 - 758; 1974 - 1,019; JAN-SEPT 1975 - 961. SOVIET EMIGRANTS HAVING THE US AS THEIR DESTINATION IN THE THREE MONTHS JULY-SEPT WERE 255 IN 1974 AND 269 IN 1975.

THERE HAS BEEN NO DISCERNIBLE CHANGE IN PATTERNS OF SOVIET PRACTICE IN THIS EMIGRATION AREA SINCE AUGUST 1, 1975.

C. AS NOTED, UNDER THE SOVIET CONCEPT OF EMIGRATION ONLY FAMILY REUNIFICATION AND ETHNIC REPATRIATION SEEM TO PROVIDE VALID GROUNDS FOR RESETTLEMENT ABROAD. ONE IMPORTANT EFFECT IS THE SIGNIFICANT IMPACT OF ETHNIC BACKGROUND AND REGIONAL DIFFERENCES ON THE ADMINISTRATION OF SOVIET EMIGRATION REGULATIONS. CURRENTLY, THE ETHNIC COMPOSITION OF PERSONS RECEIVING EXIT PERMISSION FOR THE US IS 60 PERCENT JEWISH, 30 PERCENT ARMENIAN, AND 10 PERCENT ALL OTHER SOVIET NATIONALITIES. THE RELATIVELY HIGH PROPORTION OF ARMENIANS WOULD SEEM TO SIGNAL THE COEXISTENCE OF TWO FACTORS: AN ETHNICALLY CONCENTRATED GROUP OF ASPIRING EMIGRANTS, AND A REGIONAL ADMINISTRATION GENERALLY FAVORABLY DISPOSED TO THEIR DEPARTURE. THE

LATTER FACTOR APPEARS TO BE NOTABLY ABSENT IN THE SOVIET BALTIC REPUBLICS, MOLDAVIA, AND THE UKRAINE.

THE SOVIET PRACTICE OF REQUIRING A VISA FROM THE COUNTRY TO WHICH EXIT PERMISSION HAS BEEN GRANTED CAN HAVE A DISCRIMINATORY SIDE EFFECT IN CASES WHERE SUCH VISAS ARE NOT GRANTED. AS FAR AS CAN BE DETERMINED, LEBANON CURRENTLY REFUSES TO ISSUE VISAS TO PROSPECTIVE SOVIET EMIGRANTS, AND THE LEBANESE APPROACH HAS THE EFFECT OF PREVENTING MANY WOULD-BE ARMENIAN DEPARTEES FROM LEAVING  
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THE USSR. MANY ULTIMATELY DESIRE TO ENTER THE US, AND SOME HAVE EVEN RECEIVED US IMMIGRANT VISAS, WHICH THEY CANNOT USE UNTIL THEY RECEIVE LEBANESE VISAS.

D. THE US HAS NO EVIDENCE THAT PERSONS APPLYING TO VISIT RELATIVES SUFFER ADVERSE CONSEQUENCES, BUT THE SOVIET AUTHORITIES APPLY SEVERAL MEASURES TO ENSURE THAT THEY RETURN TO THE USSR. YOUNG PEOPLE WITH FAMILIES ARE RARELY ALLOWED TO TRAVEL TOGETHER TO THE US. ELDERLY SOVIET VISITORS ARE DETERRED FROM REMAINING ABROAD PERMANENTLY BY INABILITY TO DRAW PENSION BENEFITS OUTSIDE THE USSR. IT HAS ALSO BEEN NOTED THAT WHEN A TEMPORARY VISITOR DECIDES TO REMAIN IN THE US RATHER THAN RETURN TO THE USSR, FUTURE REQUESTS FOR EXIT PERMISSION BY HIS FAMILY MEMBERS ARE UNLIKELY TO BE GRANTED.

APPLICANTS FOR PERMANENT EXIT PERMISSION TO THE US OFTEN SUFFER A WIDE RANGE OF PENALTIES. NUMEROUS PROSPECTIVE EMIGRANTS HAVE REPORTED THAT THEY LOST THEIR JOBS THE DAY FOLLOWING THEIR REQUEST FOR EXIT PERMISSION. IN MANY CASES, PROSPECTIVE EMIGRANTS ARE OBLIGED TO ACCEPT WORK AS DAY LABORERS IN FACTORIES WHERE THEY HAD HELD PROFESSIONAL OR SUPERVISORY POSITIONS. STUDENTS REQUESTING EXIT PERMISSION ARE USUALLY EXPELLED FROM INSTITUTES OR UNIVERSITIES, AND THE GRANTING OF ACADEMIC DEGREES ALREADY EARNED HAS ON OCCASION BEEN DELAYED OR DEFERRED INDEFINITELY. LESS FREQUENTLY, PROSPECTIVE EMIGRANTS ARE FORCED TO SURRENDER THEIR APARTMENTS AND ACCEPT MUCH SMALLER ACCOMMODATIONS WHILE THEIR APPLICATIONS ARE PROCESSED. IN A FEW CASES, THEY AND THEIR CHILDREN HAVE BEEN SUBJECTED TO VERBAL THREATS OR PHYSICAL ABUSE FROM INDIVIDUALS OR FROM POLICE AUTHORITIES.

REGIONAL AND ETHNIC FACTORS ALSO APPEAR TO INFLUENCE THE PENALTIES TO WHICH PROSPECTIVE EMIGRANTS ARE LIABLE; ARMENIAN APPLICANTS SEEM TO HAVE AN EASIER TIME THAN APPLICANTS FROM THE BALTIC REPUBLICS, THE UKRAINE, AND

EVEN THE USSR, AND JEWISH APPLICANTS SEEM TO SUFFER MORE

NEGATIVE CONSEQUENCES THAN ANY OTHER ETHNIC CATEGORY.  
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NO CHANGES HAVE BEEN DISCERNIBLE SINCE AUGUST 1, 1975.

E. THE FEES PAID BY PROSPECTIVE TRAVELERS FROM THE USSR VARY GREATLY, DEPENDING ON PARTICULAR CIRCUMSTANCES, INCLUDING REGIONAL AND ETHNIC BACKGROUND. SOVIET CITIZEN APPLYING FOR A FOREIGN TRAVEL PASSPORT PAYS A FEE OF 40 RUBLES, WHICH IS NOT REFUNDABLE IF THE APPLICATION IS REFUSED. IN A RECENT CONVERSATION WITH AMERICAN PARLIAMENTARIAN, THE ATTENTION OF SOVIET VISA OFFICIALS WAS DRAWN TO THE RELEVANCE OF CSCE PROVISIONS TO NON-REFUNDABILITY OF THIS FEE, AND THE LATTER ALLUDED TO THE POSSIBILITY OF EXAMINING THE PRACTICE IN THIS LIGHT. WHEN A FOREIGN TRAVEL PASSPORT IS ACTUALLY ISSUED, AN ADDITIONAL CHARGE OF APPROXIMATELY 500 RUBLES IS LEVIED. THE PROSPECTIVE EMIGRANT TO ISRAEL MAY ALSO BE REQUIRED TO RENOUNCE SOVIET CITIZENSHIP AFTER PAYMENT OF AN ADDITIONAL 700 RUBLE FEE.

F. VISITORS TO THE SOVIET UNION ARE CLASSIFIED AS EITHER "PRIVATE VISITORS" (TO RELATIVES) OR "TOURISTS." "TOURISTS" VISITING THE USSR UNDER INTOURIST AUSPICES FIND IT VIRTUALLY IMPOSSIBLE TO LEAVE THEIR TOUR TO VISIT RELATIVES IN TOWNS OFF THE TOURIST CIRCUIT. IF PERMITTED, SUCH CHANGES USUALLY REQUIRE THE PURCHASE OF A "NEW TOUR" TO THE TOWN IN QUESTION AT EXORBITANT RATES. "PRIVATE VISITORS," HOWEVER, VISIT AND USUALLY STAY WITH RELATIVES IN TOWNS OFF THE NORMAL INTOURIST CIRCUIT WITHOUT OSTENSIBLE INTOURIST SUPERVISION. NEITHER CATEGORY IS ALLOWED TO VISIT RELATIVES WHO LIVE IN AREAS OF THE USSR WHICH ARE CLOSED TO FOREIGNERS. NO RELAXATION HAS BEEN NOTED SINCE AUGUST 1, 1975.

G. SOVIET PRACTICE IN CASES INVOLVING SERIOUS ILLNESS OR DEATH VARIES WITH INDIVIDUAL CIRCUMSTANCES, BUT ILLNESS OR IMMINENT DEATH APPEAR TO HAVE RESULTED IN PRIORITY ISSUANCE OF VISITORS' VISAS IN SOME CASES. MANY APPLICANTS HAVE REPORTED THAT PASSPORTS HAVE BEEN ISSUED VERY QUICKLY IN FAMILY EMERGENCIES, ALTHOUGH THE MEASURES TO ENSURE RETURN TO THE USSR OUTLINED UNDER SUBHEADING D ABOVE CONTINUE TO BE APPLIED. ILLNESS OR IMMINENT DEATH  
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APPEARS TO HAVE MUCH LESS IMPACT IN CASES INVOLVING PERMISSION TO EMIGRATE. THE EMBASSY HAS MADE SEVERAL REQUESTS FOR SPECIAL CONSIDERATION OF APPLICATIONS TO JOIN SICK OR DYING RELATIVES, WITHOUT MUCH SUCCESS. SINCE AUGUST 1, 1975, JEWISH ACTIVIST YURIY PODRIACHIK

WAS HOWEVER PERMITTED TO DEPART FOR ISRAEL AFTER HIS MOTHER DIED THERE. DIRECT INTERCESSION BY AN AMERICAN SENATOR AND BY THE NETHERLANDS EMBASSY MAY HAVE BEEN A FACTOR IN THIS DECISION.

H. FAMILIES DEPARTING THE USSR FOR PERMANENT RESIDENCE ABROAD (IN NON-COMMUNIST COUNTRIES AT LEAST) ARE PERMITTED TO SHIP HOUSEHOLD EFFECTS AND FURNITURE, BUT THESE MUST HAVE BEEN OWNED FOR THREE YEARS PRIOR TO RECEIPT OF EXIT PERMISSION. EMIGRANTS MAY ALSO TAKE ONE PLAIN RING AND ONE WITH A STONE, AS WELL AS SMALL AMOUNTS OF GOLD OR SILVER JEWELRY. THE US HAS DISCERNED NO CHANGE IN THESE PRACTICES SINCE AUGUST 1, 1975.

#### 4. BINATIONAL MARRIAGES.

A. SOVIET PRACTICE APPEARS TO DISTINGUISH BETWEEN RECENTLY MARRIED INDIVIDUALS AND SPOUSES LONG SEPARATED AS A RESULT OF WAR, BORDER CHANGES OR EMIGRATION. RECENT MARRIAGE CASES NORMALLY ARISE FOLLOWING A MARRIAGE CEREMONY BETWEEN A SOVIET CITIZEN AND A CITIZEN OF A NON-COMMUNIST COUNTRY PERFORMED AT THE BUREAU OF RECORDS AND CIVIL ACTS (ZAGS), WHICH ALSO REGISTERS THE MARRIAGE. UPON COMPLETION OF THE MARRIAGE, THE SOVIET SPOUSE NORMALLY APPLIES FOR EXIT PERMISSION TO JOIN HIS NON-SOVIET SPOUSE. AN AMERICAN CITIZEN DESIRING TO MARRY A SOVIET CITIZEN IS FIRST REQUIRED TO PRESENT A LETTER OF PERMISSION FROM THE AMERICAN EMBASSY TO THE ZAGS OFFICE REGISTERING THE MARRIAGE. SINCE 21 SUCH LETTERS WERE ISSUED DURING THE YEAR PREVIOUS TO AUGUST 1, 1975, IT IS INFERRED THAT APPROXIMATELY THAT NUMBER OF MARRIAGES WERE ACTUALLY PERFORMED. OTHER WESTERN EMBASSIES REPORT MARRIAGES BETWEEN SOVIETS AND THEIR NATIONALS; SOME, LIKE THE SPASSKY-SHCHEREBACHOVA CASE, HAVE RECEIVED WIDE PUBLICITY. CASES INVOLVING LONG SEPARATIONS BETWEEN CONFIDENTIAL

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SOVIET AND NON-SOVIET NATIONALS RECEIVE LESS ATTENTION THAN RECENT MARRIAGE CASES, BUT OFTEN APPEAR TO BE DEALT WITH MORE SEVERELY, APPARENTLY BECAUSE SOVIET AUTHORITIES OFTEN CONSIDER THE "NON-SOVIET" SPOUSE A SOVIET CITIZEN. IN MANY OF THESE CASES, THE NON-SOVIET SPOUSE DEPARTED THE USSR OR A TERRITORY ANNEXED BY THE USSR AS A RESULT OF DISLOCATIONS ASSOCIATED WITH WORLD WAR II. THE NUMBER OF SUCH CASES STILL ACTIVE IS SMALL, BUT REUNIFICATION IS RARE.

B. A WIDE VARIETY OF SANCTIONS ARE APPLIED ARBITRARILY TO SOVIET CITIZEN SPOUSES OF AMERICANS OR NATIONALS OF OTHER NON-COMMUNIST COUNTRIES. THE MOST IMPORTANT IS EXTENDED SEPARATION FROM THE SPOUSE, BUT OTHERS MAY BE

IMPOSED WHILE THE SOVIET IS AWAITING PERMISSION TO JOIN HIS SPOUSE ABROAD: LOSS OF JOB OR STUDENT STATUS UPON MARRIAGE; DENIAL OF TEMPORARY VISITORS' VISA TO THE FOREIGN SPOUSE. NUMBER OF FACTORS MAY RESULT IN VARIED TREATMENT OF INDIVIDUAL CASES. SOVIET ARMENIANS WHO MARRY AMERICANS GENERALLY EXPECT TO RECEIVE EXIT PERMISSION WITHIN 6 - 8 MONTHS, WHILE PERSONS OF OTHER ETHNIC ORIGIN NORMALLY WAIT LONGER. CASES INVOLVING PREVIOUS MARRIAGES AND ESPECIALLY CHILDREN BY A PREVIOUS SPOUSE ARE USUALLY MORE DIFFICULT. FINALLY, MILITARY SERVICE REQUIREMENTS OR ALLEGED PRIOR "SECRET" OR "SENSITIVE" WORK CAN COMPLICATE HANDLING.

SOVIET PERFORMANCE IN RECENT MARRIAGE CASES HAS BEEN MIXED. SINCE AUGUST 1, 1975, SEVERAL HAVE BEEN FAVORABLY RESOLVED; OTHERS REMAIN UNRESOLVED DESPITE SEVERAL REPRESENTATIONS AND US PRESS INTEREST. IN CASES OF LONG-DIVIDED SPOUSES, SOVIET AUTHORITIES USUALLY DO NOT APPLY HEAVY SANCTIONS TO THE SOVIET SPOUSE, BUT THE HARDSHIP OF EXTENDED SEPARATION IS OF COURSE MORE SEVERE. AND FEW SUCH CASES ARE FAVORABLY RESOLVED.

5. TRAVEL FOR PERSONAL AND PROFESSIONAL REASONS.

A. PERSONAL TRAVEL TO VISIT FAMILIES IS DESCRIBED IN PARAGRAPH 3A ABOVE. THE NUMBER OF VISAS GRANTED TO CONFIDENTIAL

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SOVIET "TOURISTS" VISITING THE US UNDER OFFICIAL SPONSORSHIP HAS RISEN AS FOLLOWS: 1970 - 219; 1971 - 225; 1972 - 429; 1973 - 370; 1974 - 596; JANUARY-SEPTEMBER 1975 - 469. VISAS ISSUED TO "TOURISTS" IN THE THREE MONTHS JULY-SEPTEMBER WERE 168 IN 1974 AND 144 IN 1975.

THE NUMBER OF VISAS GRANTED TO SOVIETS TRAVELING TO THE US FOR PROFESSIONAL REASONS HAS RISEN AS FOLLOWS: 1970 - 2122; 1971 - 2315; 1972 - 4802; 1973 - 5975; 1974 - 7215; JANUARY-SEPTEMBER 1975 - 8267. VISAS ISSUED TO PROFESSIONAL TRAVELERS IN THE THREE MONTHS JULY - SEPTEMBER WERE 1864 IN 1974 AND 2426 IN 1975.

B. THE SOLE EXAMPLE OF CHANGE REGARDING TRAVEL REGULATIONS NOTED SINCE AUGUST 1, 1975, HAS BEEN RECIPROCAL AGREEMENT ON ISSUANCE OF ONE-YEAR, MULTIPLE ENTRY/EXIT VISAS TO PERMANENTLY ACCREDITED JOURNALISTS AND THEIR FAMILY MEMBERS.

THERE HAS BEEN NO CHANGE IN EXIT-REENTRY PROCEDURES FOR US DIPLOMATS IN THE SOVIET UNION; EXIT VISAS VTA BREST OR OTHER EXIT/ENTRY POINTS BESIDES MOSCOW, LENINGRAD AND VYBORG REQUIRE SUBMISSION OF A REQUEST FOR AN EXCEPTION



TO THE MFA CONSULAR ADMINISTRATION 3 - 5 DAYS BEFORE TRAVEL, AND A REENTRY VISA MUST BE APPLIED FOR ABROAD. THERE IS EVIDENCE OF A HARDENING OF SOVIET PRACTICE ON EXCEPTIONS REQUESTED IN THE USSR SINCE THE SPRING OF 1975; HOWEVER, EXCEPTION REQUESTS SUBMITTED ABROAD APPEAR TO BE ROUTINELY GRANTED.

RAPID CHANGES IN THE DIRECTION OF GREATER SIMPLICITY AND FLEXIBILITY IN SOVIET EXIT/ENTRY PROCEDURES ARE UNLIKELY. THERE ARE FREQUENT COMPLAINTS THAT US PROCEDURES FOR NONIMMIGRANT TRAVEL ARE MORE CUMBERSOME THAN THE SOVIET, AND FREQUENT REMINDERS THAT THE SOVIET SIDE NORMALLY AUTHORIZES NONIMMIGRANT VISAS FASTER THAN THE US.

C. THE MOVEMENTS OF ALL AMERICANS AND OTHER FOREIGNERS IN THE USSR ARE TIGHTLY MONITORED. JOURNALISTS ARE REQUIRED TO SUBMIT WRITTEN REQUESTS FOR INTERNAL TRAVEL  
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PERMISSION TO THE MFA PRESS DIVISION AT LEAST 48 HOURS PRIOR TO DEPARTURE. ALTHOUGH DIRECT REFUSALS MAY NOT BE EMPLOYED, JOURNALISTS OFTEN CONSIDER THEMSELVES EXTREMELY LIMITED BY INDIRECT METHODS (UNAVAILABILITY OF NOVOSTP CAMERA CREWS FOR TV JOURNALISTS, LOCAL PERSONNEL TO BE INTERVIEWED "TOO BUSY," NO INVITATION FROM REGIONAL PARTY COMMITTEE). SOVIET PRACTICE CONCERNING INTERNAL TRAVEL BY BUSINESSMEN FOR CLEARLY BUSINESS PURPOSES (E.G., VISITS TO A PLANT FOR WHICH AN AMERICAN FIRM HAS BEEN ASKED TO PROVIDE MACHINERY) HAS BEEN MIXED, BUT OFTEN FORTHCOMING. SOVIET PRACTICE CONCERNING TRAVEL OF RESIDENT STUDENTS IS MIXED. UNEXPECTED LACK OF ACCESS TO INSTITUTES OR LIBRARIES FOR STUDY MAY REMOVE THE OFFICIAL RATIONALE FOR TRAVEL TO A PARTICULAR CITY, BUT REQUESTS FOR TOURIST TRAVEL ARE OFTEN GRANTED ROUTINELY. WITH SOME SIGNIFICANT EXCEPTIONS, US SCIENTIFIC-TECHNOLOGICAL DELEGATIONS TRAVEL FAIRLY WIDELY THROUGH THE USSR, AND SEVERAL HAVE BEEN TOLD BY LOCALS THEY WERE THE FIRST "FOREIGNERS" IN A GIVEN AREA.

LIKE OTHER RESIDENT DIPLOMATS, US EMBASSY OFFICIALS ARE SUBJECT TO A COMPREHENSIVE TRAVEL CONTROL SYSTEM THROUGH THE COMBINED EFFECT OF OBLIGATORY USE OF THE OFFICIAL RESERVATION SYSTEM AND FOREIGN MINISTRY TRAVEL REGULATIONS. IN RECENT MONTHS, THE MFA PROTOCOL DIVISION TO WHICH REQUESTS ARE MADE HAS TENDED TO AVOID DIRECT REFUSALS OF TRAVEL PERMISSION AND UTILIZED INDIRECT DISCOURAGEMENT OF UNWANTED TRAVEL, SUCH AS DISALLOWING RAIL OR AIR TRAVEL AND CLAIMING SHORTAGE OF HOTEL SPACE, INSTEAD.

THE US HAS DETECTED NO CHANGES IN SOVIET ATTITUDES OR PRACTICE TOWARD INTERNAL TRAVEL SINCE AUGUST 1, 1975.

D. AMERICANS VISITING THE USSR ARE NOT CHARGED A FEE TO OBTAIN A VISA, BUT TOURISTS ARE REQUIRED TO PREPAY TOURS AND TO CONVERT CURRENCY AT UNREALISTIC OFFICIAL RATES OF EXCHANGE. FEES CHARGED FOR TRAVEL DOCUMENTS TO SOVIET CITIZENS ARE DESCRIBED IN PARAGRAPH 3E ABOVE. THE US HAS SEEN NO EVIDENCE OF CHANGES IN SOVIET FEE PRACTICE SINCE THE EDUCATION TAX CEASED TO BE LEVIED ON JEWISH EMIGRANTS IN 1973.

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6. DISSEMINATION OF INFORMATION.

A. DATA ON DISTRIBUTION OF FOREIGN INFORMATION IN THE USSR ARE NOT EASILY AVAILABLE, BUT OUR FEW INDICATORS SHOW NO SIGNIFICANT RELAXATION IN RESTRICTIONS. VISITORS REPORT THAT IT IS POSSIBLE TO OBTAIN NON-COMMUNIST FOREIGN NEWSPAPERS IN MAJOR MOSCOW AND LENINGRAD INTOURIST HOTELS BY LOUD INSISTENCE AND EXTRA PAYMENTS TO NEWSTAND ATTENDANTS, BUT THEY ARE NEVER DISPLAYED LIKE COMMUNIST PRINTED MATERIAL, INCLUDING SOME FROM NON-COMMUNIST COUNTRIES.

THE SOVIETS UNDOUBTEDLY BUY MORE BOOKS AND AUTHORS' RIGHTS FROM THE US THAN THE US FROM THE USSR, AS THEY CLAIM. EMPHASIS IS ON SCIENCE AND TECHNOLOGY. ACCORDING TO THE OFFICIAL SOVIET AUTHORS' RIGHTS AGENCY, ANNUAL SOVIET PURCHASE OF RIGHTS TO US MATERIALS COSTS ABOUT \$1,400,000, ABOUT TWICE US PURCHASES. HOWEVER, SOVIET WORKS ARE OFTEN MUCH LESS COSTLY THAN US WORKS OF COMPARABLE INFORMATIONAL VALUE, ESPECIALLY IN SCIENCE AND TECHNOLOGY, SO THAT THE ACTUAL FLOW OF INFORMATION IS MORE BALANCED THAN THESE RAW FIGURES WOULD INDICATE.

THERE HAS BEEN A SLIGHT EXPANSION IN RECENT YEARS IN EXHIBITS OF FOREIGN BOOKS AT LARGE LIBRARIES AND SPECIAL INSTITUTES. EXAMPLES ARE THE WILEY PUBLISHING HOUSE EXHIBIT LAST YEAR, THE CURRENT CANADIAN EXHIBIT AT LENIN LIBRARY, WHICH WILL TRAVEL, AND SEVERAL PROJECTED EMBASSY-SPONSORED BOOK EXHIBITS IN CONNECTION WITH THE US BICENTENNIAL YEAR. THE RECENT MOSCOW INTERNATIONAL BOOK SHOW FEATURED FOREIGN "SOCIALIST" PRESSES, BUT CONVERSATIONS WITH EXHIBIT AUTHORITIES SUGGESTED PROSPECTS FOR BROADER CONTENT IN THE FUTURE.

B. THERE HAS BEEN NO OBVIOUS CHANGE. IT IS DIFFICULT TO ESTIMATE WHETHER THE NUMBER OF PERSONS AUTHORIZED TO OBTAIN WESTERN PUBLICATIONS THROUGH SPECIALIZED INSTITUTES HAS INCREASED OR WHETHER THE SELECT HOLDINGS AT SPECIAL LIBRARIES WHERE MOST WESTERN PUBLICATIONS ARE KEPT HAS AUGMENTED. THERE IS NO INDICATION THAT THE OPEN

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ACCESS AREAS OF PUBLIC LIBRARIES ARE DISPLAYING MORE FOREIGN MATERIALS. AT THE SAME TIME, INITIAL US EMBASSY ATTEMPTS TO LOAN BOOKS BY MAILING SUBJECT BIBLIOGRAPHIES HAS BROUGHT ABOUT A DOZEN RESPONSES, WITH ENCOURAGEMENT TO CONTINUE.

C. THERE HAS BEEN NO OBVIOUS CHANGE. THOUGH PRIVATE CITIZENS ARE PERMITTED TO SUBSCRIBE TO WESTERN PUBLICATIONS, THEY MAY BE CONFISCATED AT THE POST OFFICE ON ARRIVAL. THIS DOES NOT PERTAIN TO ALL PERSONS OR PUBLICATIONS, HOWEVER. INDIVIDUALS WITH HARD CURRENCY WHICH THE AUTHORITIES CONSIDER TO HAVE BEEN LEGITIMATELY OBTAINED CAN AND DO SUBSCRIBE TO WESTERN PUBLICATIONS, ESPECIALLY OF A TECHNICAL NATURE, AND CULTURE MINISTER DEMICHEV RECENTLY REFERRED TO A GENTLEMAN PERMITTED TO SUBSCRIBE TO PLAYBOY BECAUSE OF HIS ADVANCED AGE. THERE IS NO RECORD OF THE OFFICIAL PRINTED MATTER PROCUREMENT AGENCY, SOYUZPECHAT, ACCEPTING SUCH SUBSCRIPTIONS, EXCEPT FOR PUBLICATIONS PERMITTED UNDER BILATERAL AGREEMENTS, LIKE AMERIKA AND ITS UK COUNTERPART ANGLIYA, CIRCULATION OF WHICH IS HELD WELL BELOW POTENTIAL DEMAND.

D. AN ESTIMATED ONE TO FIVE US FILMS ARE PURCHASED EACH YEAR. SELECTION APPEARS TO BE DETERMINED IN LARGE PART BY THE NEGATIVE IMAGE OF AMERICAN SOCIETY PROJECTED. SELECTION OF US FILMS FOR SOVIET FILM FESTIVALS OFTEN GIVES THE SAME IMPRESSION; HOWEVER, US PARTICIPATION IN SOVIET FESTIVALS WOULD PROBABLY GO SOME DISTANCE TO RESTORE BALANCE IN US OFFERINGS ACCEPTED. NON-US FOREIGN FILMS FOR GENERAL DISTRIBUTION ARE FREQUENTLY MARKED BY CRITICAL TONE TOWARD US, I.E., FILMS FROM NORTH VIETNAM AND CUBA. THERE HAS BEEN NO DISCERNIBLE CHANGE IN THESE PRACTICES. SOVIET OFFICIALS HAVE INSISTED THERE WILL BE NO INCREASED DISTRIBUTION OF US FILMS IN THE USSR UNTIL MORE SOVIET FILMS ARE SHOWN IN THE US.

E. UNJAMMED WESTERN RADIOS HAVE EXTENSIVE AUDIENCES, AND EVEN JAMMED STATIONS HAVE INTENSELY LOYAL AND DEDICATED FOLLOWINGS. THERE HAS BEEN NO RECENT CHANGE NOTED. RADIO LIBERTY IS STILL JAMMED, VOA HAS NOT BEEN CONFIDENTIAL

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SINCE AUGUST, 1973.

F. A SIGNIFICANT CHANGE IN PLACEMENT OF US FILMS, TV MATERIAL AND RADIO ITEMS TOOK PLACE AFTER THE 1972 PRESIDENTIAL VISIT, AND IMPROVEMENT HAS CONTINUED GRADUALLY. LIMITED NUMBERS OF FILMS ARE PLACED ON SOVIET TV AND SOME US EMBASSY-PROVIDED MUSIC TAPES ARE PLAYED ON

SOVIET RADIO. THE US EMBASSY PLACES A MODEST BUT INCREASING NUMBER OF DOCUMENTARY FILMS WITH IMPORTANT

INSTITUTES, UNIVERSITIES AND SCHOLARLY CLUBS. OCCASIONAL SPECIAL SCREENINGS OF VIDEO TAPES ON US EMBASSY PREMISES HAVE PROCEEDED WITHOUT OFFICIAL INTERFERENCE. HOWEVER, SOME NONOFFICIAL BORROWERS COMING TO THE EMBASSY TO PICK UP FILMS HAVE BEEN HARASSED BY SOVIET MILITIA GUARDS. AMCONGEN LENINGRAD HAS INCREASED THE NUMBER OF ITS FILM SHOWINGS AND LOANS DURING 1975.

7. WORKING CONDITIONS FOR US JOURNALISTS.

A. SEVERAL VISA REQUESTS FOR US JOURNALISTS HAVE BEEN APPROVED SINCE AUGUST 1, 1975, AND NONE HAS BEEN TURNED DOWN, SO FAR AS WE ARE AWARE.

B. MULTIPLE ENTRY/EXIT VISAS ARE ACCORDED PERMANENTLY ACCREDITED AMERICAN JOURNALISTS UNDER THE TERMS OF A US-SOVIET EXCHANGE OF NOTES DATED SEPTEMBER 29, EFFECTIVE OCTOBER 1.

C. IT WOULD APPEAR THAT THERE HAS NOT BEEN ANY EASING OF RESTRICTIONS ON AMERICAN JOURNALISTS FOR TRAVEL WITHIN THE USSR IN RECENT MONTHS, OR SINCE AUGUST 1, 1975, TO CHANGE SITUATION DESCRIBED IN PARAGRAPH 5C ABOVE.

D. NO SUBSTANTIAL IMPROVEMENT HAS BEEN NOTED IN OPPORTUNITIES FOR AMERICAN JOURNALISTS TO COMMUNICATE PERSONALLY WITH SOURCES, BOTH OFFICIAL AND PRIVATE. JOURNALISTS RECENTLY HAD NO TROUBLE VISITING SAKHAROV, BUT US HAS BEEN INFORMED THAT OTHER VISITS HAVE BEEN SUBJECT TO SURVEILLANCE AND ONE JOURNALIST RECENTLY HAD HIS TIRES SLASHED WHILE VISITING A DISSIDENT. AN  
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AMERICAN TV TEAM IN MOSCOW RECENTLY HAD TO BRING A CORPORATION VICE PRESIDENT IN TO THREATEN SENIOR OFFICIALS OF THE STATE COMMITTEE ON RADIO AND TV WITH CALLING OFF THE ENTIRE PROJECT BEFORE ACCESS TO SOURCES BECAME ACCEPTABLE. THE FEW MOSCOW-BASED CORRESPONDENTS VISITING LENINGRAD DURING 1975 HAVE BEEN PLEASED WITH THEIR RECEPTION AND ACCESS TO SOURCES.

IMMEDIATELY AFTER SIGNATURE OF THE HELSINKI FINAL ACT AUGUST 1, US CORRESPONDENTS REQUESTED A MEETING WITH THE MFA PRESS DEPARTMENT CHIEF TO DISCUSS FINAL ACT PROVISIONS ON WORKING CONDITIONS FOR JOURNALISTS. THERE HAS BEEN NO ANSWER YET.

E. AMERICAN TV TEAMS OFTEN ARE OBLIGED TO RELY ON SOVIET TECHNICIANS AND EQUIPMENT. HOWEVER, FOREIGN EQUIPMENT

AND TECHNICIANS ARE ALLOWED IN FOR SPECIAL EVENTS, SUCH AS  
THE APOLLO-SOYUZ FLIGHT AND SUMMIT MEETINGS.

F. THE US EMBASSY IN MOSCOW HAS RECEIVED NO COMPLAINTS  
IN RECENT MEMORY CONCERNING TRANSMISSION OF MATERIALS  
ABROAD, AND THEREFORE ASSUMES THE SOVIETS DO NOT  
CURRENTLY RESTRICT SUCH TRANSMISSION. ONE SERIOUS  
INCIDENT OF SOVIET INTERFERENCE WITH US TV TRANSMISSIONS  
OCCURRED DURING THE 1974 PRESIDENTIAL VISIT TO MOSCOW,  
WHEN "TECHNICIANS REFUSED" TO TRANSMIT MATERIAL ON  
INTERVIEWS WITH SOVIET DISSIDENTS.

G. NO AMERICAN JOURNALIST HAS BEEN EXPELLED IN RECENT  
YEARS.

8. CULTURAL, SCIENTIFIC AND EDUCATIONAL EXCHANGES.

A. EDUCATIONAL AND CULTURAL EXCHANGES HAVE BEEN IN-  
CREASING CONSIDERABLY IN QUANTITY AND SUBSTANCE DURING  
THE PAST TWO YEARS. POST-CSCE PROSPECTS ARE FOR A  
CAREFUL BUT STEADY EXPANSION. COOPERATION IN SCIENCE  
AND TECHNOLOGY, SPURRED BY THE NUMEROUS AGREEMENTS  
OF 1972-1974, IS ALREADY LARGE AND GROWING. AS DEPUTY  
PREMIER V. A. KIRILLIN NOTED IN AN OCTOBER PRESS  
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CONFERENCE, US-SOVIET COOPERATION IN SCIENCE AND TECH-  
NOLOGY IS ALREADY MORE ADVANCED IN MANY AREAS THAN  
REQUIRED BY CSCE PROVISIONS. THE US SEES NO ALTERATION  
IN THE RATE OF GROWTH SINCE AUGUST 1, 1975, WHICH MIGHT  
BE ATTRIBUTABLE TO CSCE. THE JOINT COMMITTEE ON  
COOPERATION IN TRANSPORTATION MET IN SEPTEMBER AND  
AGREED TO START TWO NEW PROJECTS AND TO DEEPEN COOPERATION  
IN AREAS WHERE IT ALREADY EXISTS. THE JOINT COMMISSION  
ON SCIENCE AND TECHNOLOGY MET IN OCTOBER AND AGREED  
THAT WHILE NO NEW AREAS WERE TO BE OPENED TO COOPERATION,  
SPECIAL EFFORT WAS TO GO TO CERTAIN PROMISING FIELDS  
WHERE IT ALREADY EXISTS. SUCH FORWARD STEPS FOLLOW  
PATTERNS EXISTING PRIOR TO SIGNATURE OF THE FINAL ACT.

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